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ABSTRACT

Drawing from a literature review and interviews with administrators at nine small, rural community colleges in Florida, this report highlights the problems of providing vocational education in Florida's small, rural community colleges. Chapter I provides background to the study and a review of the literature related to problems of providing vocational education in small or rural settings, problems faced by community colleges in general with respect to vocational education delivery, and problems encountered by small, rural colleges in program delivery. This review covers the areas of experiential education, program comprehensiveness, teacher recruitment/retention, transportation, community attitudes, and financing. Chapter II presents the results of the administrator interviews, focusing on funding, placement standards, equipment, capital outlay, teachers, transportation, fees, training responsibilities, program appraisal, adult education, area centers, and students. For each topic, a summary of administrator perceptions, direct quotes from the interviews, and recommendations are provided. Chapter III offers concluding comments. Appendices provide a list of persons interviewed and topics and questions addressed. (HB)

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PROBLEMS OF THE RURAL COMMUNITY COLLEGES IN FLORIDA IN PROVIDING VOCATIONAL EDUCATION

(As Perceived by Administrators in Nine Community Colleges)

A Report Submitted to the

POSTSECONDARY EDUCATION PLANNING COMMISSION

By Dr. Swede Phillips

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December 20, 1983

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CHAPTER I

Introduction and Review of the Literature

Vocational education in all areas and at all levels is experiencing many difficulties. In recognition of this fact, the Florida Legislature in 1983 directed the Postsecondary Education Planning Commission:

> to conduct a study of Florida's public and proprietary job preparatory vocational education programs. The study shall include consideration of the following issues:
>
> a) The most educationally effective delivery system of job-preparatory postsecondary vocational education programs as between the public school districts, community colleges or other systems;
>
> (b) The most effective system for administering and coordinating postsecondary vocational education;
>
> (c) The relationship of job-preparatory postsecondary vocational to secondary programs and the differentiation of various levels of job-preparatory vocational programs;
>
> (d) The relationship of postsecondary vocational to postsecondary academic education;

(e) The feasibility of establishing contractual agreements between the state and private trade, industrial and business training programs, and between the latter programs and public vocational programs;

(f) Recommendations for implementing a uniform fee structure for postsecondary vocational courses;

(g) Recommendations related to the use of placement rates in determining the eligibility of vocational programs for funding.

The Commission shall prepare a report to be submitted to the presiding officers of the Senate and the House of Representatives, the Governor and the Commissioner of Education by March 1, 1984. This report shall include recommendations related to uniform fees and the reorganization, relocation or consolidation of job preparatory vocational programs within the state's system of public education.

Recognizing that 37 of Florida's counties are non-metropolitan (Thompson, 1980) and that most of the problems of postsecondary vocational education are amplified in the efforts of the small/rural colleges to provide occupational education, the Postsecondary Education Planning Commission contracted for this study for use in preparing the report on vocational education required by the Legislature.

Methodology

The study consists of a review of the literature and interviews with deans of vocational education, presidents, and, in some instances, other key personnel of nine Florida community colleges which are small and rural. The cities in which two of the colleges are located might not be considered small or rural, but the counties that these two colleges serve are both small and rural. In addition the Acting Director of the Division of Community Colleges of the State Department of Education was interviewed.

The review of the literature is based upon a search of computerized data bases through the Florida Division of Vocational and Adult Education and the Florida Educational Information Service. Former chairmen and board members of the American Association of Community and Junior Colleges Commission on Small/Rural Community Colleges were also requested to help in gathering information.

Appropriate legislation, State Board of Education rules, and current procedures were reviewed.

Review of the literature. There is very little reference in the literature to the problems of small/rural colleges and their efforts to provide occupational programs. The review will, therefore, include (1) problems of other delivery systems in providing vocational education in small or rural settings, (2) problems of all community colleges in vocational education and (3) problems encountered by small/rural colleges in delivering all of their programs.

The problems that are encountered by the small-rural colleges as they attempt to deliver any program have not changed much over the years. Vineyard in 1979 reflected the conditions others had expressed:

> the impoverishment of cultural, social and recreational services in the area; the lack of part-time jobs for students and positions for graduates; program comprehensiveness with a limited total enrollment; the various inefficiencies of smallness; attracting and developing staff; competition in procurement of grants and other funds; conforming with intricate federal and other regulatory requirements; financial stress; community financial crisis related to lack of diversification of the economic base; lack of time and expertise to research local problems; communications problems in a sparsely populated area; housing of students; lack of exposure and visibility in the media at the various capitals and within higher education and the community college movement; lower educational levels of parents and other adults; and a weak economic base caused by property values scattered over a wide geographic terrain. (Vineyard, 1979, p.34)

This list was approved by the task force appointed by the American Association of Community and Junor Colleges to study the problems of small/rural community colleges throughout the United States. Many of the troublesome areas had already been identified by the annual workshop of the Southeastern Community Leadership Program in March, 1975. In fact these same problems can be said to be present for community colleges, technical schools, area centers, and comprehensive high schools as each attempts to deliver education to communities which are small and rural.

In 1979, Robert A. Ross did a nationwide survey of all two-year institutions of higher education (see Table 3). The trial questionnaire was distributed to 58 community college presidents to assess instrument validity and reliability. It contained 42 problem statements gleaned from the literature. The list was reduced to 32 and distributed nationwide. Seventy-five percent of the respondents ranked the items in order of importance and also identified those which were considered unique to the small/rural institutions and were of greater

than average importance. It also identified those that were unique but less than average in importance.

After examining two such lists it might be well to see what the literature has to say about several of these problems, most of which are not limited to the vocational area but intensified in the area of occupational education.

Experiential Education

Most educators agree that one learns by doing. This is most true in vocational and technical education. Most effective programs have a strong component of on-the-job training, apprenticeship, or co-operative education. Phillips (1975) spoke to this problem:

> In rural areas, the number of proper and adequate experiences of agencies which can provide proper experiences are limited, if indeed they exist at all. We must go outside our district to secure proper experiences. The costs then become greater for the student and for the college which furnishes coordination and supervision. Furthermore, having the jobs outside the area contributes to the out-migration of students, which is bad enough already. This out-migration is in itself another dilemma. Shall we train students for good jobs outside the area and lose them or train them for lesser paying jobs and keep them?

Cosby (1979), Hecht (1980), and Mertens (1981) agree that training and employment opportunities just do not exist. Busnell (1977) stated flatly that the small college has no chance for apprenticeship programs.

Program Comprehensiveness

One of the first acts of the task force on Small/Rural Colleges was the adoption of the following resolution for transmission to the AACJC Board of Directors:

> Equal educational opportunity demands that public policy-making bodies provide for comprehensiveness in curriculum and in services in all community college units regardless of size or geographic location.

Richardson (1979) finds that "the size of the institution does not provide more than a minimum level of programmatic diversification." Phillips (1975) noted that with small colleges there is usually "insufficient financing to provide a desired number of options in curricular offerings..."

Atwell and Sullins (to be published in 1984) make a strong case for the right of students to be given more choices than are generally available in small schools. The monograph is devoted to a study of comprehensiveness in the small/rural community college and it might be well to quote from this work:

> Comprehensiveness, considered much more difficult to achieve in the small and rural college, is no less critical in meeting student and community needs (p. 43).
>
> ... but it is patently obvious that size is more important to comprehensiveness in the occupational-technical curriculum than in transfer programs (p. 63).
>
> Although even very small colleges, those with fewer then 1,000 students, appear to be able to offer a reasonable transfer curriculum, any resemblance of comprehensiveness in occupational training opportunities requires a student mass that is not possible in many community colleges. Nearly half of the colleges with enrollments under 1,000 offered only a secretarial science or business management program and one other career option, usually either nursing or an engineering technology program (pp. 68-69).
>
> Unarguably size is a strong predictor of comprehensiveness (p. 73).

Teacher Recruitment-Retention

The single most important factor in having a good community college is having a good faculty. Although securing capable teachers in any subject matter area is difficult, it is doubly hard when one seeks teachers for occupational subjects.

Phillips (1975) listed the problem as "The dearth of available part-time teachers, especially in the occupational subjects, and other resource people." He also mentions the difficulty in attracting faculty who want to live in a rural area.

Atwell and Sullins (1984) agree with the difficulty in recruiting part-time faculty when they say, "In fact, some presidents have indicated a lack of available qualified adjunct faculty as one of the handicaps they face." Richardson (1979) stated "Due to its isolation, the institution has difficulty attracting a high level of proven professionals, particularly administrative personnel."

This characteristic of the small/rural atmosphere has other ramifications:

> The renewed push on affirmative action, while commendable and desirable, presents problems unique to the rural areas. Minority groups are not likely to be present in the state ratios, thereby making quotas inappropriate. The college represents the best jobs in the areas so few people move, resulting in few openings. Minority race members from outside are not rushing to move in while the local minority race members have been more adversely affected by the old separate school policy than citizens of larger cities and districts. No significant pools exist for minority races or women as a result. (Phillips, 1979)

Hecht (1980) makes two points about teachers: "The most frequent reason for not applying for federal vocational funds was teachers: the difficulty in finding teachers who meet state vocational requirements and in keeping them given competition from industry." The second point is along the same line "The availability of a credentialled teacher, more than student needs, may determine approved vocational program offerings." Though she was speaking of high school teachers, the same point can be made for all of vocational educaton delivery systems.

Transportation

Since "rural" also connotes "distance," transportation is always a problem for the small/rural institution because of the distances, the lack of mass transit or other public transportation. Phillips brings out the fact that transportation to the college, to jobs, and on field trips is a factor of time and expense. It also affects the college schedule as well as an individual student's schedule.

Transportation, or rather a lack of it, is discussed at some length by Atwell and Sullins (1984), who see the lack of public transportation as a major deterrent to small and rural college success: "The large geographic service area characteristic of the small and rural college, coupled with population sparsity and, in many cases, poor road networks, make distance a barrier which the small and rural college frequently cannot overcome." Mertens (1981) in discussing her study says, "The lack of public transportation was cited as an impediment to conducting work-study programs, to getting to any jobs at all, and to CETA and ABE clients' participation in their programs."

Add to the inherent problem the demanding nature of the schedules of students in the occupational programs and there exists a very real possibility that lack of transportation may inhibit the possibility of students being able to enroll in subjects of their choice.

Community Attitudes

Hecht in her N.I.E. study opines that low postsecondary enrollment of students from small communities may be because "Students don't see the importance of going on." Mertens (1981) says "Community attitudes were seen as a problem in a number of sites." She touches on the same general area when she points out that "Sex-role stereotyping persists in vocational and adult education in rural areas."

Phillips as long ago as 1975 stated:

> On the other hand, parental occupations and their educational aspirations and attainment levels are generally low. Consequently, there is a failure to appreciate the value of an education. It is difficult for parents with less than high school education (or even limited to high school education) to appropriately advise their children and to provide them with the models that many of us had in our growing up. In rural areas, values are much more conservative than we find in the metropolitan areas. With these factors in mind, there is generally an under investment in education.
>
> Low career and educational aspirations tend to result in high dropout rates from the public schools, and, in turn, from college. In fact, there is actually a relatively low college attendance rate from within the population.

Cosby (1979) notes that rural areas often have structural and cultural obstacles that deny or affect achievement and/or attainment by rural students.

Financing

It seems that being rural and small probably means that a college is inadequately funded. There are many reasons for this:

1. A small/rural college is not able to benefit from economies of size. Atwell and Sullins (1984) state, "We have added to the already well-supported notion that economies of scale are difficult if not impossible to achieve in small community colleges."
2. Atwell and Sullins (1984), Mertens (1981), Phillips and Wattenbarger (1979) all point out that costs are higher for the small/rural college. Administrative costs is one example, for there are basic services that have to be provided regardless of the size of the institution. Small building jobs do not secure as attractive bids as do large projects. Atwell and Sullins arrived at the conclusion that "cost differences between small colleges, both rural and non-rural, and large colleges were significant."
3. Despite efforts to move away from enrollment driven funding, size in some way always determines the appropriation.
4. The community use of college facilities is a large part of being community-based and community service oriented. However, the college buildings can be made available to the public only at a cost to the college over the long run and even the short run.
5. Likewise, the small/rural community college can ill afford services and activities that do not earn state money. Wattenbarger (1975) made note of this as well as the fact that small size results in higher costs per student.

Although most of the literature speaks to problems that small/rural systems have in delivering the regular college program, these are exacerbated when a small college attempts to have a program of occupational education. In fact most of the problems discussed here reappeared with each interview.

CHAPTER II

Personal Interviews

From eight days of interviews with key personnel at nine small/rural community colleges in Florida, the perceptions of problems now existing in vocational education in the community colleges of the state and those that are exacerbated by the colleges' being small/or rural or serving mostly rural constituencies were identified. The Acting Director of the Division of Community Colleges was also interviewed.

In the "Statements by Administrators", if only one college is cited, the statement is as accurate a quotation as possible. If more than one college is mentioned, the statement attempts to capture the gist of their comments.

A loose grouping of quotations resulted in these categories of subjects:

- funding
- placement standards
- equipment
- capital outlay
- teachers
- transportation
- fees
- training responsibilities
- program approval
- adult education

- area centers
- students

A delimiting factor in this informational report is the strong bias toward the position of the community college system.

FUNDING

Summary Statement

It is felt that the funding process in Florida is in a shambles!

Background

The process by which state funds are to be allocated to the community colleges is in SB16B.

> 240.359 Procedure for determining state financial support and annual apportionment of state funds to each community college district.--The procedure for determining state financial support and the annual apportionment to each community college district authorized to operate a community college under the provisions of s. 240.313 shall be as follows:
>
> (3) DETERMINING THE APPORTIONMENT FROM STATE FUNDS.--

(c) The apportionment to each community college from the community college program fund for current operations shall be based on an assigned full-time equivalent enrollment as determined in paragraphs (a) and (b) and shall consider the cost level of each field of study and such other factors as prescribed by rules of the State Board of Education. However, students in community education service or community instructional service programs shall not be counted for full-time equivalent enrollment.

There are three factors, however, which change the process: the role of the enrollment estimating committee, the use by the Governor's Department of Administration of "cost-to-continue" figures, and the "fail-safe" provisions.

Statements by Administrators

Division of Community Colleges. One has to realize the difference between substantive law and the appropriations bill. The appropriations bill supercedes.

Technically, since one F.T.E. is now 40 semester hours, more colleges would qualify for small college preferential funding.

A college must submit a letter of justification to the enrollment estimating committee for any new programs.

Okaloosa-Walton. The small college funding differential does not apply to enough colleges nor is the differential enough.

South Florida. Under the present funding method vocational funding is not separate.

Central Florida. There is now no funding formula for capital outlay or general appropriations. There is no rationale for the dollars appropriated.

Lake City. A small college cannot fund exemplary or high cost programs. The teacher-student ratio is so small that the college can't fund. Nursing (a mandated ratio of 1-12) is an example.

The solution is to return to cost funding.

Division of Community College. The "cost to continue" method -- also used for other state agency budgets -- perpetuates all the original inequities of funding.

Chipola. The funding formula is still enrollment driven. The formula "approves" new courses and/or programs according to whether the state gives funding increases.

To offset the high costs of some programs, colleges give high enrollment courses, programs and seminars in the same general area as costly programs. An example would be C.P.R. and E.M.T., and updating courses to offset the high cost of R.N. programs. But small/rural colleges do not have the enrollment in the lower cost fields either.

Central Florida. Colleges need relief from reporting. These reports (CLASP, Gordon Rule, Indicators of Quality, VEDs) are a drain on small college resources.

The legislature gave some relief on CLASP and the Gordon Rule, but will it continue?

Division of Community Colleges. The cost figures described above are only used to arrive at the division's budget request. They have nothing to do with the final allocation of funds although the cost data are used by legislative staff to make recommendations.

Most of these calculations are thrown out by "fail-safe" provisions anyhow.

Originally the six smaller colleges received higher value per F.T.E. but the fail-safe provision removed that, too. Lake City Community College this year, for instance, received about $3,000 for each F.T.E. awarded on the basis of its assigned enrollment.

Lake-Sumter. Start up money for new programs is not provided. This is needed by small colleges who have no surplus funds.

Okaloosa-Walton. "Cost to continue" funding hurts the small/rural colleges.

Recommendations

Go back to cost funding.

The colleges are doing a considerable amount of work on the cost studies. If they are not going to be used, the law should not require them.

Increase the number of colleges to be considered "small colleges" and also increase the differential between the unitary value assigned small and large colleges.

PLACEMENT STANDARDS

Summary Statement

Most administrators agree with the principle of student placement standards but feel that the details need more study and that the present economy is such that strict enforcement should be postponed.

Background

The following is a proposed State Board rule:

6A-10.40 Vocational education student placement standard. Occupational proficiency programs will be evaluated for funding purposes under 6A-10.41(5) based upon the following student placement standard:

(1) Fifty (50) percent of the secondary students who have completed an occupational proficiency program and have exited high school:

(a) Are employed in occupations requiring the use of the competencies acquired in their occupational proficiency programs, or

(b) Are employed in the military, or

(c) Are continuing on to postsecondary education.

(2) Sixty (60) percent of the postsecondary students who have completed an occupational proficiency program:

(a) Are employed in occupations requiring the use of the competencies acquired in their occupational proficiency programs, or

(b) Are employed in the military, or

(c) Are continuing in related postsecondary education programs.

Specific Authority 229.053(1), 233.0582 FS. Law Implemented 233.0682 FS, Section 3, Chapter 83-325, Laws of Florida. History--New

Statements by Administrators

Gulf Coast. On the 60-80 rule small colleges and communities are at a distinct disadvantage. We need more consortium arrangements, but FTE needs cause us to keep everything to ourselves. Reciprocity is a must. The college which has the program could guarantee the others a certain number of spaces in the program.

Lake City. The placement and follow up function needs a person and secretarial support.

Pasco-Hernando. A big problem with placement may be law suits from students who cannot find employment.

Central Florida. Placement and follow-up has to have a productivity factor. A category is needed for "marketable skills."

Division of Community Colleges. The 60-80 rule, applied by the State Board of Education, assumes no external factors, such as employment downturn.

Lake City, Okaloosa-Walton. Times of increased unemployment is not a good time to implement this rule.

Pasco-Hernando. For the 60-80 rule the wording should be "for which trained" and should include as placement, jobs that are related in any way to the training received.

The 60% should be state-wide. Analyze. Allow for unemployment in some places. Economy is up and down. Three years not as good as five years. Apply a margin.

Chipola. Data are sought from students who (a) are asked the wrong questions, (b) who can't be reached, and (c) are not given credit for being placed in "related" jobs in seemingly unrelated fields.

Students are taught "cross walk" competencies: use of hand tools, use of electrical and mechanical equipment, math, communication, shop cleanliness, following directions, reading and following the directions given in the manuals, hydraulics, quality control.

Okaloosa-Walton. Institute some kind of reward system for exceeding the 60% figures.

Public school regulation calls for 50%.

Having a person who knows programs and job characteristics could raise percentage but small/rural college can't afford more personnel while larger colleges can.

The questions on follow-up are prescribed by state. Mail results are poor. Students can't (or won't) answer questions.

Solution: Count a placement for student who has a job using skills developed in a particular program.

Restricting placement to a three year period is restrictive; for place-bound students may be employed much later. As an example, a girl was placed six years later with Honeywell after her family situation changed. These types of placements might bring figures much higher.

A student placed within a geographical area is more easily followed up on, but grads of small/rural often must leave the area.

Central Florida. Small/rurals have a problem with enrollments and with placement.

Okaloosa-Walton. With CETA and GI BIll about over, supply and demand should suffice.

Recommendations

Do not close out any programs until economy is back to normal.

Apply a "safety net" of 60% plus or minus a certain amount.

Apply same percentage to all programs, whether in secondary schools, area centers, community colleges.

Count a student as a placement who has a job using a significant number of skills developed in the programs.

A better method of determining follow-up figures must be devised.

EQUIPMENT

Summary Statement

The only way to have quality vocational-technical programs is to have state-of-the-art equipment for students to train on. This is more difficult for the small colleges.

Background

Funds for equipment come to the colleges from the federal government through the Division of Vocational and Adult Education. Once in a while there is a special appropriation from the legislature to "catch up" on equipment.

Statements by Administrators

Division of Community Colleges. There is no set aside for vocational equipment as there is in K-12 (SB1C).

Gulf Coast. Equipment is a big problem--almost entirely dependent on federal funds. We need state-of-the-art equipment.

Okaloosa-Walton. There are no funds for replacement equipment on a recurring basis.

Chipola. To send students out to industry or to return instructors to the industry for up-dating, there must be companies available who have the latest equipment. This usually isn't the situation in small communities.

Okaloosa-Walton. Allocation of federal funds doesn't take into account the cost of starting up programs.

Lake City. We need ear-marked money for purchase and replacement of equipment.

Okaloosa-Walton. A small town usually has no industry which is large enough or rich enough to donate state-of-the-art equipment.

Central Florida. This year there was an appropriation for "books and instructional equipment." Some colleges used some of these funds for vocational equipment.

Division of Community Colleges. The same category (books and instructional equipment) has been requested in the division budget for next year.

Recommendations

Work out a state-wide leasing contract for needed equipment.

Small/rural colleges should be given start-up funds for new programs.

Initiate a set-aside for vocational equipment, replacement, up-dating, and repair.

CAPITAL OUTLAY

Summary Statement

There seems to be much dissatisfaction with the way PECO funds are being distributed. Funds for capital outlay and debt service are already committed. "Renovation" and "special projects" money is handled differently.

Background

235.435(5)(2) is the authority for building funds allocation.

> The boards of trustees of the community colleges and the Board of Regents of the State University System shall receive funds for projects based on a three-year priority list, to be updated annually, which is submitted to the Legislature in the legislative budget request at least 45 days prior to the legislative session. The State Board of Community Colleges shall submit a three-year priority list for the entire State Community College System...

The building projects listed by each board of trustees and on the priority list of the State Community College Board must be recommended by a site survey conducted by the state. The survey team applies a formula to arrive at the square footage needed. Small colleges get no special consideration in formulae.

As you will see from the comments, however, there is a general belief that this isn't the way it is being done or will be done in the future.

Statements by Administrators

Gulf Coast, South Florida, Lake City. C.O. really comes from clout in the legislature. Small/rural colleges don't have much.

Lake City. The capital outlay is not enough.

Lake-Sumter. Small colleges lack facilities, resources.

Division of Community Colleges. Utilization of current space figures go into the survey. This assumes days, weeks, periods, student stations, etc. the same for all colleges. A college which has many students commuting long distances just can't have the same building utilization as colleges having mostly urban students.

The survey formulae are the same as those used the previous two years.

Okaloosa-Walton. Capital outlay is in a state of confusion. The legislature has one committee studying K-12 facilities and another studying K-12, community colleges, universities, and other agencies.

Chipola. Small-rural colleges do not have available in their communities clinics and labs; such as, nursing and medical technicians.

Okaloosa-Walton. Facilities needs are compounded when there are two delivery systems.

Okaloosa-Walton, Chipola. The Division of Vocational and Adult Education should not control use of building space no matter what the source of funds.

Okaloosa-Walton. When there is a small day enrollment in a program and greater needs in the evening, the facilities problem is confused.

Chipola. Space need factors are driven by F.T.E. and class room utilization. A small college can hardly make a good showing on either of these factors.

Recommendations

There is a need for (a) facilities and (b) equipment required for a program to be coordinated by a state agency.

Buildings on a campus should be utilized to their fullest even when vocational funds built the facility, and there don't exist vocational classes enough to use it fully.

Evidence needs to be given administrators of small/rural colleges that the state has not embarked on a game of "turkeys."

TEACHERS

Summary Statement

The most important factor in having a quality community college is employment of competent faculty members. This is particularly difficult in vocational education and doubly hard in a small/rural college.

Background

State law requires that all college employees be paid upon a salary scale which "takes into consideration education and experience." Although presidents realize that it is difficult to compete with industry for good occupational

instructors, they are reluctant to pay "off the scale" to any group of employees or to pay additional money for vocational teachers in hard-to-find categories.

Statements by Administrators

Lake City. Instructional pay is too low to attract or keep top-flight vocational teachers. Finding black vocational teachers is difficult.

Pasco-Hernando. Recruitment of instructors, particularly in more sophisticated areas such as nursing, computers, electronics, is a problem.

Okaloosa-Walton. Small size (and location) result in a limited pool of part-time instructors. To update vocational instructors by a "back to industry" program is especially difficult in a small/rural college because a substitute is not readily available.

Gulf Coast. Realizing the difficulty of keeping vocational faculty members up-to-date, bring in all small/rural instructors in a geographical area for state-wide experiences.

Okaloosa-Walton. In back-to-industry the small/rural college usually doesn't have industries with the latest equipment. Industries in small communities tend to lag behind industry elsewhere.

Chipola. In vocational education, the small/rural college would like to be able to hire locally; but technicians just aren't available.

Having to recruit "outside" the college you find that the prospective teacher does not want to live in a small community.

Up-grading of vocational instructors can best be accomplished by sending an instructor "back to industry." In a small/rural community this is often not possible without sending the instructor away from home. This is expensive nd causes family problems.

Lake City. It is necessary to send an instructor "back to industry" at least every other year since technology changes so rapidly. In a small college this is almost impossible because programs are year round, they are often one-teacher programs, the college can't get a replacement locally, and has no money to pay the replacement.

Recommendations

Re-write regulations on teacher pay.

Provide a state pool of industries which will exchange employees with college teachers.

Allow colleges to pay the industry peoples' living expenses.

TRANSPORTATION

Summary Statement

The smaller more rural colleges in Florida also serve the greatest geographical areas. Distance and time to travel are major obstacles to good educational programs, especially in the occupational areas.

Background

For a good many years, the state paid for students who were transported to the colleges from distant areas. In fact, such payments are presently authorized but not financed.

> SB16B Section 32.
>
> 240.351 Department of Education to determine units for community colleges.--The Department of Education shall determine from reports (regulations of the State Board of Education the number of full-time) submitted by presidents of community colleges as prescribed by equivalent students enrolled in the current year and the number of students transported in the community colleges authorized by law and regulations of the state board. On the basis of said reports, the department shall determine the number of instruction and transportation units in each community college as hereinafter prescribed.

Statements by Administrators

Chipola. Certain vocational programs (such as nursing) are unavailable to students who live a great distance from campus.

North Florida. Transportation is a big problem for large district and no state funds.

Okaloosa-Walton. The state pays for transporting students to take the vocational subjects at comprehensive high schools and area vocational centers.

Lake City. Taking any courses to outlying areas is costly, but taking occupational subjects is impossible.

Library facilities and media are almost impossible to take to off-campus centers so distant from the main campus.

Lake City, Chipola. Since transportation and commuting time make some vocational programs unavailable, students must reside in the town of location. But housing is not available in smaller cities.

Recommendations

Have the state finance, once again, transportation units for all students who are transported over 25 miles one way.

Allow colleges which serve a large geographical area or who have "regional" programs to lease or build dormitories.

FEES

Summary Statement

There is no longer a Uniform Coordinated System of Vocational Education since the fee structure for postsecondary vocational subjects is different for different delivery systems, there are different rules for fee waivers, and there is a different charge back for the two systems.

Background

The Plan for a Uniform Coordinated System of Vocational Education, adopted in June, 1981, specified that "the following fee ranges for vocational education programs/courses at the postsecondary level have been adopted by the State Board of Education:

Program/Course Area	Minimum	Maximum	Range per F.T.E.
Postsecondary Vocational	$12/credit hr.	$18/credit hr.	$360-540
Postsecondary Adult Vocational	$.155/clock hr.	$.60/clock hr.	$140-540

S.B.E. Rule 14.54 states "Each board of trustees shall establish a fee for each grouping that shall not vary from the calculated statewide averages by more than ten(10) percent."

This rule was passed in compliance with SB16B, 240.350(1) given below:

> 240.350 Fees.--
>
> (1) Unless specifically provided in the General Appropriations Act, the State Board of Education shall establish the average matriculation, tuition, and noncredit fees required to generate at least the amount of revenue established annually in the General Appropriations Act. Each community college board of trustees shall establish matriculation, tuition, and noncredit fees which shall vary no more than 10 percent from this statewide average rounded to the

nearest one-fourth dollar. For those community colleges which have a 1982-83 matriculation level of $16 or below per credit hour or $10 or below per noncredit hour, the boards of trustees may have until 1984-1985 to establish a fee level within 10 percent of the statewide average. Adult basic, general equivalency diploma, and secondary discipline data shall not be used in the calculation in these averages. Out-of-state tuition shall be at least twice the amount of tuition for state residents.

Statements by Administrators

Lake-Sumter, South Florida, Pasco-Hernando. We no longer have a Uniform Coordinated System since fees are different for community colleges, area centers, and adult education-community schools.

Central Florida. The cost of non-credit programs will accelerate since credit hour cost was averaged in this year.

South Florida. Next year South Florida will have to double fees for postsecondary adult programs. The problem is with "credit hour equivalent."

Lake City, Division of Community Colleges. Area centers can waive fees without restrictions placed on the community colleges.

South Florida. Higher fees drive people to smaller cost programs, especially adults and/or veterans.

Fees for long-term clock hour classes will rise astronomically.

Okaloosa-Walton. The fees required of the community college students cause colleges to lose veterans, causes duplication, makes for competition for the public dollar, reduces the market base.

Lake-Sumter. The fees charged community college students compared to the area centers' fees are not fair nor equitable.

Division of Community Colleges. Area centers are not now held to same ranges as the ranges for community colleges.

The area centers only have $120 deduct compared to $140 charged the community colleges.

Okaloosa-Walton, South Florida. The state imposes "hold backs" against state money. Since the state is reluctant to tell K-12 what the county systems can do with their money, the county schools sometimes "eat" the hold-back charge and do not pass it on to the students as the colleges must.

Pasco-Hernando. Adult education and area centers are offering courses for almost nothing.

South Florida. The 10% limitation does not give the Board enough latitude in charging fees for such widely divergent situations as nursing assistants and registered nurses.

South Florida. A few lost F.T.E. impact small/rural colleges more than it does others.

Central Florida. The best things about the Uniform System are the definitions and terminology.

Pasco-Hernando. The Uniform System and course numbering system say that courses at area centers and community colleges are equivalent. However, that is not the case.

Lake City Community College. Students in corrections do not count on enrollment figures. 1983 proviso bad for small/rural colleges for many of them had substantial programs in corrections and law enforcement.

1) Get direct instructional costs only from correctional officer training and not FTE.

2) Recover costs only for prisoner vocational. No FTE.

Area centers are not held to this.

Recommendations

The legislature should re-study the impact of the fees now mandated.

Since the proviso language will sunset, it would be appropriate to return to original ranges or at least spread the increases over more years.

Make the rules, procedures, hold-backs the same for all delivery systems.

TRAINING RESPONSIBILITIES

Summary Statement

An integral part of the Five-Year Plan of the Division of Vocational and Adult Education is the assignment of training responsibilities to each and every delivery system. The bases for these assignments are dependent upon unreliable figures and an archaic philosophy.

Background

The training responsibilities are based on (a) unemployment compensation tapes and (b) Labor department statistics with the data broken down by economic region then allocated to the various coordinating council regions.

Statements by Administrators

Okaloosa-Walton. In the state plan colleges are given responsibilities for training students they don't have or are non-existent. The labor market data are invalid. Local surveys are expensive.

Central Florida. Assignment of T-R's allows duplication.

South Florida. Assignment of T-R's mainly took care of programs already in place.

North Florida. We must train for out-migration.

Lake City, Chipola. Labor department statistics are just no good and to conduct a local needs assessment is expensive and almost impossible because of state requirements as to format, types of information, qualifications of the researcher(s). A college can't get federal money if graduates are in over supply.

Okaloosa-Walton. Labor market figures and local surveys don't (can't) include figures for the military or for companies who have contracts with the military.

Pasco-Hernando, Lake City. State five-year plan does not allow us to offer programs which can't place graduates locally. In this age of mobility, this is unbelievable.

Okaloosa-Walton. Emphasis on local need can keep students from gaining a skill needed outside the district.

Lake City. Statistics on which responsibilities are based are local. Here are same hard-to-believe examples:

> Volunteer fire fighters. The Department of Labor and Department of Commerce figures show only one needed in our area. We have a waiting list of 40 who need training.
>
> Despite the fact that 40% of all the state's incarcerated are in our district, look at these "needs."
>
> Corrections Law Enforcement

8		Postsecondary	5
0		Postsecondary adult	0

We have one of the few golf course superintendents' programs in the world. We graduate about 40 students per year with 100% placement. Our T-R is 0.

North Florida. When all the schools in the coordinating council district refuse a training responsibility, it is returned to the state and someone else takes it.

Gulf Coast. Funding is tied to employment. "Program continuation" needs careful guidelines.

Pasco-Hernando. The state should take a hard look at some programs and consider some mobile training opportunities; e.g., truck driving for six months at a locality.

Central Florida. In determining need, present structure allows for growth of industry, death or retirement of employees. It needs to provide for other placement as well.

Division of Community Colleges. The present system is not geared to care for change and adjustments. A transition period is needed to close out a program. There should be an escrow account to pay for the changes.

Okaloosa-Walton. If you produce more graduates than statistics say are needed--even though all are placed--you are "over-training" in that occupation.

Lake City. There is no realism in the present assignment of training responsibilities.

Recommendations

Assign more training responsibilities on a state-wide basis. Formalize the present informal agreements--mortuary science to Miami-Dade, golf course maintenance to Lake City, dental programs to those now offering them, etc.

Recognize that small/rural colleges are training persons who must leave the area to realize their job capabilities. (Local placement is for urban colleges).

PROGRAM APPROVAL

Summary Statement

As the state gears up to meet the challenge of education for high technology, the program approval process raises many questions.

Background

Presently this is the prescribed program approval process:

1. College decides it needs a program.

2. College has or secures the T-R for program.
3. College secures coordinating council approval.
4. College and/or coordinating council forwards request to Community College division.
5. The division makes a program review and returns the request to the college with the comments of the Division.
6. The board of trustees, taking into account the Division's comments, decides whether or not to initiate the program.

But this isn't the way it works!

The enrollment estimating committee enters into the process because it has the power to set enrollments and therefore the state allocation. In arriving at the final enrollment figures this committee takes the past year's operation costs, adds a factor for inflation, and assigns (or allows) additional students for new programs and other growth. It may also subtract for fewer students.

In the total process then, the "cost to continue," as decreed by this committee becomes the real key.

Statements by Administrators

Okaloosa-Walton. Students' wishes don't figure into the process.

Division of Community Colleges. Something new comes and industry services (D.V.E.) helps get it started, but continuing the program isn't accomplished. The enrollment planning conference isn't amenable to starting new programs.

The approval process involves the coordinating councils, the colleges and their boards, but the enrollment estimating committee holds the key because it can disregard the program in its approved enrollment figures.

Okaloosa-Walton. For a new program the college must (a) have training responsibilities and (b) be included in the state five-year plan. The second part keeps the system from being tested.

Okaloosa-Walton, Pasco-Hernando. How will high tech council fit into this process? Everyone is waiting for more information.

Lake-Sumter. Will the community college state board approve non-credit courses?

Division of Community Colleges. What will be the role of PEPC carrying out mandate to determine that programs and budgets are "commensurate with the state plans"?

Division of Community Colleges. The new community college board will "review" but not "approve" programs.

North Florida. Regional programs should be assigned by the state.

Gulf Coast. Some have programs they shouldn't have. C-W and Gulf Coast both have same high-cost program.

Recommendations

A standard procedure must be established for program approval. It must clearly show all agencies which have a place in the process and what their places are.

Then coordination should take place.

As the Florida State Advisory Council on Vocational-Technical Education says, "The current process of program approval is cumbersome and slow. A streamlined approval process would allow programs to respond more rapidly to shifting high tech training needs." This needs to be done.

Approve and assign some training responsibilities on a state-wide basis.

ADULT EDUCATION

Summary Statement

The responsibility for adult education may rest with the county school system, with the community college, or with both. This causes duplication, extra expenses, and an intense rivalry for a market which is extremely limited in small/rural areas.

Background

The Master Plan for Florida Postsecondary Education, p. 108, says "Coordination of programs between school districts and community colleges varies across Florida. In some regions, coordination is effective, unnecessary duplication is limited and programs lead to others in an organized, educationally sound manner. In other areas, competition is more prevalent than cooperation between the different providers of adult education..."

In 1980-81 there were nine areas in which two systems received funding for adult education.

Statements by Administrators

Central Florida. There will be duplication so long as (a) the coordinating councils allow it and (b) the state pays for it.

The usual duplications are law enforcement, corrections, auto mechanics, real estate, and cosmetology (also with private schools).

Gulf Coast. ----hotel-motel.

Pasco-Hernando. ----word processing-secretarial.

Lake-Sumter. ----nursing.

South Florida. In rural areas the community college is the best vehicle for providing adult and vocational education.

No sense to establish a comprehensive program in small high schools. They can't provide a variety of courses. If the community college provided the adult and vocational programs adults would have only one place to go.

Okaloosa-Walton. In smaller districts, competition is keen among the comprehensive high school, area vo-tech schools, and the community colleges, especially for adults in the evening programs.

Pasco-Hernando. Community schools are in the vocational education business.

Adult education has taken the responsibility for some vocational areas; notably computers/word processors and secretarial.

Okaloosa-Walton. The adult education responsibility will be needed in order to give the compensatory program after 1990.

Pasco-Hernando. Costs of the present adult education-community schools are very high. Example: If the night program were at P-H where they already have an assistant provost for continuing education, public funds of approximately $120,000 would be saved on the salaries of the principals at the center, Pasco Hi, and Zephyr Hills.

South Florida. Adult education is the proper vehicle for compensatory education.

Chipola. More adults would participate if it were at the college.

Adults are more willing to attend "college" rather than "high school."

If only K-12 offers adult ed. a student who drops out must return to the system he just left.

Recommendation

Turn over to the community colleges all adult education.

INCONSISTENCIES

Summary Statement

In Florida's effort to achieve the upper quartile in education (and become the number one state in the high technology industries) many actions have been taken which seem to be out of place, counter-productive, and at cross purposes.

Background

Actions which are considered as moving this emphasis upward are: the RAISE bill, competency tests, Gordon requirements, and College Level Achievement Test. The State Board of Education also directed the Florida State

Vocational-Technical Advisory Council to study vocational education's role in high technology to promote economic development. From this unpublished report we may read what Florida has done to promote high tech development (page 1).

> State leaders are very much aware of the stakes as every developing country and most leading states in the U.S. scramble to lure high tech industry within its borders. Florida is no exception. The past few years have seen much high-tech activity in our state including:
>
> - creation of the Florida High Technology and Industry Council by the legislature in 1983,
> - establishment of an office of high technology in the State Department of Education,
> - the Governor's budget recommendation for major high technology initiatives including $1,500,000 to upgrade "high tech vocational programs" in 1983-84 and $2,000,000 in 1984-85,
> - additional math, science, and computing requirements mandated for high school graduates.
>
> By most measures, Florida ranks as one of the top 10 high tech states in the country and No. 1 in the Southeast. Florida's leadership wants it to stay that way. Most observers agree that there are several key ingredients necessary to attract high technology companies. A factor mentioned by 96% of the high tech firms polled recently was availability of skilled workers (Kolcum, 1983). Many feel that vocational education's role in the high-tech sweepstakes will be just as important as that played by venture capital, the tax structure, or any of the other important considerations weighed by companies.

Statements by Administrators

Pasco-Hernando. The RAISE bill and the competency tests take so much time away from vocational programs that the secondary school programs are hurt.

Lake City. Florida is a growth state. Yet the legislature has taken a no-growth stance in its relationship to higher education.

Pasco-Hernando. In this push toward excellence PEPC should persuade the legislature to move to licensure in more areas; such as, child care, auto mechanics, carpentry (not contractors).

Division of Community Colleges. Just as we start on a high tech emphasis, the enrollments at higher education institutions are capped and there are no F.T.E. assigned to care for the thrust.

Pasco-Hernando. Pushing dual enrollment, the state gives the high school only one-half FTE credit. Besides that the classes must be at the high school, which makes it difficult for the community colleges which are distant from the high schools.

Division of Community Colleges. Small/rural colleges must react to industry needs just as large colleges do. They must have money somewhere else if they are going to get equipment and go into a new program.

Pasco-Hernando, Lake City. Assignment of training responsibilities on the basis of local needs flies in the face of the nation's mobility and the fact that Florida will have to move its trained personnel to the "Silicon Coast" as high tech expands.

Okaloosa-Walton. The use of "cost-to-continue" funding perpetuates all the inequities which have come about over the years at the very time we should be working hard to improve all phases of government.

Division of Community Colleges. The needs are not all high tech. In fact the FSVAC study shows the non-high tech needs far exceed those of high tech (p.4). The needs of on-going programs must be met if we are to continue to offer effective training.

Central Florida, South Florida. The new coordinating councils may be an improvement, but it is now December and they are not yet in place.

Pasco-Hernando. In these new councils, community colleges may be at a disadvantage due to the political nature of small communities.

Chipola. It seems highly inconsistent to insist on higher academic standards on the one hand and mandate removal of compensatory/remedial education soon.

Recommendations

The Postsecondary Education Planning Commission should attempt to rectify the inconsistencies pointed out above.

Recommend to the legislature that there be more licensure at the state level.

Upgrade the high tech programs already in place (p. 18, FSVAC study).

Make certain that remedial education continues in the vocational division.

AREA CENTERS

Summary Statement

On the basis of his interviews, the researcher finds a general feeling among the administrators of community colleges that they should have the responsibility for all of postsecondary vocational education.

Background

> 6A-10.24 Articulation Between Universities, Community Colleges, and School Districts
>
> When a student transfers among postsecondary area vocational-technical centers, community colleges and universities, the receiving institution shall award credit for courses satisfactorily completed at the previous institutions when the courses are judged by the appropriate common course designation and numbering system faculty task forces to be equivalent to courses offered at the receiving institution and are published in the course numbering system. Credit so awarded can be used by transfer students to satisfy certificate and degree requirements in these institutions on the same basis as native students.

If this can be done within an area, there is obvious duplication. The colleges feel the courses are not equivalent.

Statements by Administrators

Pasco-Hernando. There isn't a place for both the area centers and community colleges in vocational education. There are needless duplications, inferior training, unequal fees, different state fund hold backs, inaccurate course descriptions.

Chipola. Perhaps some courses need to be duplicated to save travel.

Pasco-Hernando. In all of vocational education, the biggest problem is no definitive law to say who does what for whom. The community college system is totally responsive to all adults.

Central Florida. Delivery systems should be dividing responsibilities. However, if students can commute to community colleges they should be able to commute to community colleges as area centers.

Lake-Sumter. Having two different agencies delivering the services makes it impossible for either to provide first class programs, for each function is chopped up.

Okaloosa-Walton. Problems are intense when the college isn't the area school. It must be careful not to offer anything that the area center could offer. The smaller the population the greater the competition over the small market base.

Lake-Sumter. Colleges and area centers are competing for limited resources in a small/rural set up.

We must make decisions that best serve the people.

North Florida. The biggest problem is too many people doing the same thing: Perry, Live Oak, and North Florida. In North Florida's district there are five auto mechanics programs, but no market for a higher level mechanic. All postsecondary should go to the colleges. Clearly assigned responsibilities are needed. We need better articulation with the secondary systems and area centers.

Okaloosa-Walton. The energy and effort spent on articulation-coordination under the present organization is great.

Lake-Sumter. There is a lack of consensus on vocational education: What is it? How does it fit into a small college? Maybe we need to separate training from education.

Gulf Coast. We need a system for bringing in industry. We now have 14 area centers and 28 community colleges. This certainly isn't a system.

Okaloosa-Walton. Things are in a constant turmoil--regulations which conflict, doubtful legislative intent, poorly written and thought out regulations. Ther are procedures which are spelled out, but that isn't the way that it really is. Examples are funding and capital outlay.

Okaloosa-Walton. Transfer of credit for "equivalent" courses could become a problem, but it is not yet.

Lake-Sumter. The law now says that the college must give credit if the course being transferred is the same under the state course numbering system.

Central Florida. For law enforcement and corrections, the colleges can't get FTE but the area centers can. The county school board need make no charge. We should have the same rules for all agencies providing the service.

Recommendation

In order to have a greater number of offerings, the community college and the area centers in its district should avoid duplication in postsecondary programs. Let the students commute to the nearest program which they desire.

STUDENTS

Summary Statement

Students in the small/rural community colleges are different from those in urban areas and should be treated differently, programs being richer and more diverse in urban colleges.

Statements by Administrators

Lake City. The educational level of students in rural areas make remediation a must, but the legislature is moving away from compensatory programs.

Chipola. Better or at least more diverse secondary school programs are available in larger communities; more varied experiences are available in larger towns; more lower socio-economic status students in rural communities.

Okaloosa-Walton. The small or rural community college lacks role models in the various vocations. The city has more contacts. There are 4000 occupations listed and a small community may not have 50.

Chipola. Remedial education must be available to students in the small-rural college.

Okaloosa-Walton. There is not much of a student pool, and in a rural area these students who need the training cannot afford the price.

Lake City. It seems that the Pell grant figures are just perfect to eliminate many deserving students.

Recommendations

The state should provide enrichment funds and/or programs for the rural students.

Programs in occupational education should be allowed to exist with smaller enrollments.

MATTERS IN WHICH SMALL/RURAL COLLEGES ARE AT A DISADVANTAGE

Chipola. More articulation is needed with secondary schools. There should be maps and career ladders developed. Small colleges don't usually have the resources to do this.

Okaloosa-Walton. In small/rural areas pay scales are very low for graduates of technical-vocational programs.

North Florida. Size and therefore lack of funds keep small institutions from having compensatory education, adequate guidance personnel and a placement

officer. A small community college can't serve the disadvantaged when the vocational entitlement requires specialists and specialized teachers.

Okaloosa-Walton. Co-op experiences are limited in small communities.

South Florida. There are not enough vocational-technical programs for female students in the small/rural college.

Okaloosa-Walton. There is a lack of enough people for good craft advisory committees or too few to have a rotation on the committees.

Okaloosa-Walton. A small college is at a disadvantage in seeking grant funding and in administering the funds if they are received. Then, too, when the grant calls for continuation of the program past the federal funding period, there are no funds to continue.

Chipola. All small colleges are hurt by their inability to waive fees for public service personnel.

Okaloosa-Walton. The small college needs help in developing multi-level offerings (different courses at the same time and at one place but under only one instructor). The small college needs help in putting these together and in preparing the basic materials.

Pasco-Hernando. The biggest problem of the small college is that there is not enough potential for all the programs that people need training in. We are forced to choose those that we can give.

South Florida. We are not able in the small school to offer programs that the population feels that we should--computer, dental hygiene, dental assisting are all examples.

Lake City. Having to charge 125% of direct costs for some courses (4200) keeps the small college from serving its publics.

South Florida. JTPA won't impact the colleges as CETA did because there is no allowance and stipend. This will hurt the FTE of colleges, especially the small ones where the loss of revenue makes more difference.

Lake City. Communications with the people of a large geographic area is difficult with no TV station.

Division of Community Colleges. Smaller schools just have a smaller resource base.

Lake City. Small schools just do not have sufficient staff to do needed research and long range planning.

Chipola. DVE doesn't recognize different methods of training for vocational programs. When choosing which vocational needs to meet, only those with the greatest potential enrollments are chosen. However, the bulk of students needing training are in low demand areas. Examples are bank managers and machinists, but only two or three will be needed locally each year. For such needs there should be self-paced auto-tutorial programs. But then we run into planning time and certification problems.

Okaloosa-Walton. Expenses of personnel representing small colleges at state, regional, and national meetings take a greater percentage of the budget at a small college.

Okaloosa-Walton. Representation at state councils is not equitable since large colleges send personnel from all campuses. This often includes vocational deans and directors.

Okaloosa-Walton. When debts for a project must be paid before the project money is received, that works a hardship on the college without surplus funds.

Okaloosa-Walton. To the small college the cost of filing state and federal reports is expensive in money and in staff time.

Gulf Coast. The program review is a whole new ball game. It is anticipated that it will also be expensive for the small colleges.

Chipola. To go on a state-wide or regional basis for programs would require a waiver and would also necessitate dorm space in a small/rural college because the town could not furnish the needed housing.

Recommendations

There should be more regional meetings than state meetings and teleconferencing should be used.

Furnish state curriculum consultants to develop multi-level offerings in occupational fields. "Stop the annual state vocational conference and use the $385,000 for regional conferences, seminars, work shops, state-wide consulting services, etc.," was suggested by more than one administrator.

Small colleges should go outside their districts to secure members for craft advisory committees, as is done at Pasco-Hernando and Lake City Community College.

Regionalization of certain programs might be an answer to diversity of offerings. Small colleges could have a certain number of slots reserved in the "regional" program.

SUGGESTIONS, PROBLEMS, COMMENTS

Gulf Coast. We need to look at successful programs all over the state and regions. The small-rurals need help at the state level; such as, state-wide engineer, state-wide computer repair. The vocational companion to CLASP needs coordinated effort. We need to emphasize the competencies a student needs to succeed in work.

Lake-Sumter. The community college relationship with the Division of Vocational Education is unclear.

Division of Community Colleges. The Division of Vocational Education awards special moneys. The other funds come from the Community College Program Fund.

Gulf Coast, Okaloosa-Walton, South Florida. The Division of Community Colleges needs to strengthen its staff by adding people who have been specifically trained in vocational education.

South Florida. Program review at this time is not clear.

Gulf Coast. Vocational deans are responsible for spending much money. They should have special credentials, certain skills on how to get and manage federal funds, since the dictates of the grant sometimes ties a college's hands.

South Florida. The whole thing is a morass of confusion.

South Florida. South Florida recommends that correctional officers training should be left to those institutions that are state approved.

Central Florida. On July 1 Marion County Schools took over the college programs at Lowell. Same students, same courses, same teachers. BUT the school system can waive fees and the community colleges cannot.

This year the college can give corrections courses on the basis of direct instructional costs, but they can't count the FTE nor use the enrollments in projecting next year's enrollment figures. Both the secondary schools and the area centers can waive fees, receive credit for the FTE.

Recommendations

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The Division of Community Colleges should strengthen their staffing in the area of vocational education. There is a general feeling that the community colleges are being treated unfairly in these ways:

1. restrictions on fee waivers when others have no restrictions
2. differences in fees required to be charged
3. differences in state hold-backs
4. community colleges receive no funds to transport students; others do
5. correctional officer training is on a contract basis and no FTE earned, not so for the other delivery systems.

These feeling of confusion will continue until the inequities have been erased. It is recommended that PEPC lead the way in these efforts.

CHAPTER III

Denouement

Recently Florida has made a sincere effort to upgrade the entire educational system. Examples are the high school competency tests, the college level achievement test, the teacher certification examinations, the RAISE Bill, and the Gordon Rule.

But these efforts have been made in many instances without knowing how other elements of the system will be affected. For example, once a student has failed to pass the high school competency test, that student will spend so much time in remediation that he might not have enough time in the vocational classroom to acquire an entry level skill.

In fact the recent developments in secondary education have results in or will result in vocational education being eliminated or at least down-graded. At the same time, the state is pulling out all the stops to lure industry into the state, especially high-tech industries. This is just one example of many counter-productive actions. Others are listed below.

Recent legislation, in the eyes of many community college administrators, has discriminated against the community colleges of the state. This feeling is especially strong among those administrators whose colleges provide vocational-technical education in small/rural community colleges because their problems are more acute. And with new laws come new regulations and additional procedures and reports. In summary things are in a state of flux, and everyone is apprehensive.

The last section includes suggestions, comments, and recommendations which may help.

APPENDIX A

List of Persons Interviewed

Chipola Junior College

James R. Richburg, President
Al Barrs, Director, Vocational Division

Central Florida Community College

Henry Goodlett, President
Fred Young, Dean, Vocational-Technical Programs and Services

Gulf Coast Community College

Lewis Babers, Dean, Career Education
Robert Jones, Chairman, Technical Division
Sylvia Seari, Director, Success Center
Ann Syfrett, Director, Health Services
Pam Whitelock, Director, Continuing Education

Lake-Sumter Community College

Robert Palinchak, President
Douglas Burgham, Dean of Academic Services

Lake City Community College

Herbert Attaway, Dean, Career Education Division
John Davis, Director, Industrial Education

North Florida Junior College

Walter Bishop, Acting President
Jack Partlow, Dean of Instruction

Okaloosa-Walton Junior College

J.E. McCracken, President
James Durham, Dean of Instruction
Gerald Fowler, Comptroller
David Goetsch, Chairman, Industrial Education
Earl Gulledge, Director, Institutional Research
Victoria Keller, Assistant to the President
James Rhoades, Director, Financial Aid

Pasco-Hernando Community College

Milton O. Jones, President
Omar Ergle, Director, Vocational-Technical Programs

South Florida Junior College

Will Stallard, President
Don H. Farrens, Dean of Vocational and Adult Education

Division of Community Colleges

Harold Kastner, Acting Director

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APPENDIX B
Topics and Questions

As the researcher interviewed the administrators at Chipola Community College, Okaloosa-Walton Community College, and North Florida Junior College, he used the following topics to guide the conversations:

A. The present approval process for programs

B. Lack of critical mass

1. Enrollment, class size

2. Lack of placement opportunities locally

3. Placement regionally and nationally

4. Lack of training opportunities

5. Lack of opportunity to send teachers "back to industry"

C. Nature of the students

D. Space requirements and capital outlay

E. Equipment costs

F. If programs are other than local, student housing problems

G. Needless duplication

H. Special problems when college is not an area school

I. Having different delivery systems involved

J. Uniform plan for vocational education

K. Funding, especially for vocational programs

Before the researcher went to Central Florida Community College, Okaloosa-Walton Community College, or South Florida Junior College, he sent the following list of questions to be discussed:

1. What problems for vocational education present in Florida community colleges in 1983-84 are worse for the small/rural community college?
   Lack of student enrollment? Sparcity of facilities?
   Funding? Capital outlay?
   Transportation of students? Recruitment of full and part-time instructors?
   Equipment?
   Lack of community facilities to use for co-op or on the job training? Labs?

2. What problems are present in small/rural community colleges only?

3. What problems are you experiencing with the Uniform System for Vocational Eduation?

4. Do placement and follow-up regulations pose particular problems for the small/rural community colleges?

5. What problems are posed by the 1983 proviso language?

6. Do community colleges in Florida which have area centers in other counties in their district have particular problems in providing occupational education to their communities?

7. Do colleges which have area centers in the county of location have problems in providing occupational education?

8. In what areas do you find a lack of clarity in law, regulation, procedures?

    Funding?
    Capital outlay?
    Reporting responsibilities?
    Five-year plan?
    Uniform System for Vocational Education?
    Placement and follow-up?
    SB 16 B?
    Program approval?

9. In what areas do you know that there is needless duplication?

At all three colleges, technical review, program review, and training responsibilities were discussed; and the comments appear in the text.

Analysis and Findings–Research Question 1

For public institutions the results indicated that the small and/or rural colleges rated problem importance differently than did the other institutions. Of the 32 problems investigated, 26 were identified as unique to the small and/or rural category and 11 were found to be of above average importance to that category. In total, eight problems were found to be both unique and important to the small/rural category of public institutions. Table 3 lists all 32 problems in their order of importance to public two-year institutional respondents.

Table 3

Problems Uniqueness and Importance for Public Institutions, Listed in the Order of Their Overall Importance to Public Institutions

Rank Order of Importance	Problem No.	Problem Statement	Contrast S/R with Other
1	8.	After the start of the fiscal year, an across-the-board budget cut of three to five percent would create greater than normal difficulties for our institution.	●
2	15.	Completing required state and federal reports constitutes an undue burden for this institution.	
3	18.	We have a limited institutional research capability.	●
4	5.	Our college lacks the necessary qualified staff to locate resources, write grants and provide agressive follow-up to obtain federal and/or other non-routine funding.	●
5	16.	In order to have comprehensive administrative and student services, our staff members must serve in several administrative capacities.	●
6	10.	It is difficult for us to provide comprehensive staff development for our faculty and staff.	●
7	30.	We have difficulty in gaining an appropriate voice concerning legislative decisions that affect our institution.	
8	29.	It is difficult for this college to do an effective job of of long-range planning.	●
9	27.	Delivery of educational services to the disadvantaged groups in our service area is a problem.	●
10	21.	Our available resources are insufficient to deal with the problems of low-income, disadvantaged students.	
11	25.	It is difficult for this college to staff the student services area sufficiently to meet our students' needs.	●
12	26.	Transportation to and from our college's class locations is a problem for our students.	O
13	6.	Our college experiences uncommon difficulties providing adequate resources for efficient and complete plant operation and maintenance.	O
14	28.	It is difficult to place students in cooperative or other internship-type activities in our service area.	O
15	23.	Our institution has difficulty in providing a comprehensive community services/continuing education program for our service area.	O
16	9.	We have difficulty in providing adequate library and media resources.	O
17	1.	The lack of cultural, social, and recreational services offered by our college makes gaining community interest and support difficult for this institution.	O
18	12.	This institution experiences difficulty in providing comprehensive curriculum offerings which are responsive to the needs of our service area.	O
19	3.	Efficient space utilization is particularly difficult for this college.	
20	20.	Our institution has difficulty gaining visibility in the media (through newspapers, radio, and television).	
21	13.	Our resources do not afford us the opportunity to have the kinds of services and programs expected by visiting accrediting members.	O
22	19.	The educational backgrounds and values of individuals in our service area make gaining community support for our college difficult.	O
23	17.	Our students have difficulty finding part-time jobs.	O
24	2.	Communicating with the people we serve is made difficult by our College's geographic location.	O
25	11.	Visiting accrediting team members do not understand the special characteristics and concerns of our institution.	O
26	24.	We have problems in using community advisory committees.	O
27	22.	Faculty members at this institution are not aware of the characteristics of our students.	
28	7.	Our graduates experience difficulty in locating jobs in our service region for which they have been prepared.	O
29	31.	Our college experiences difficulty in retaining its outstanding professional staff members.	O
30	32.	We have difficulty obtaining learning materials (texts, library materials, media, etc.) which are appropriate for the students our college serves.	O
31	4.	We experience difficulty in attracting competent professional staff members.	O
32	14.	Meeting established accreditation standards is difficult for this institution.	O

Legend = ● : The problem is unique to the small/rural group of institutions and is also of greater than average importance to that group. O : The problem is unique to the small/rural group of institutions but is of average or less than average importance to that group.

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